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ABSTRACT

'A study explored the roles of three British further education colleges in different inner-city geographical settings in initiating and supporting inner-city regeneration. Selected colleges initiated and contributed toward local regeneration during 1989-90. The project identified an increasing recognition that there were social and economic problems peculiar to the inner-city environment. The level and combination of problems affecting many inner-city environments and their population and their geographical concentration made inner-city areas need special initiatives. A number of key issues that affected the processes of inner-city regeneration were identified (institutional context and image; needs analysis; links with other agencies and groups; finance and resources; role of senior management and college organization; meeting needs and support for nontraditional entrants; recording, monitoring, and evaluating performance; and outcomes). In many cases, these issues were found to be interconnected so that action or choices in one area affected a college's response in another. (Appendixes, amounting to almost one-half of the report, include a checklist of regenerative initiatives and activities, expansion of some concepts in the report, a list of organizations concerned with inner-city regeneration, examples of college regeneration projects, a note on Training and Enterprise Councils, and a glossary.) (YLB)

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FURTHER EDUCATION COLLEGES AND INNER-CITY REGENERATION

STRATEGIES FOR ACTION

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STRATEGIES FOR ACTION

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FOREWORD

The FEU project *Equal opportunities for ethnic minorities in NAFE* (FEU, 1987) highlighted the need for LEAs to take into account the specific needs of ethnic minorities when planning their work-related further education programme. *FE can really change your life* (FEU, 1986) recorded students' experiences of FE and its effect on their lives. The present project takes the work further by concentrating on inner-city issues. There is an increasing recognition that there are social and economic problems peculiar to the inner-city environment. It is the level and combination of problems affecting many inner-city environments and their population, *and* their geographical concentration, that make inner-city areas need special representative initiatives.

In some inner-city colleges, there are the beginnings of well developed and coherent strategies to foster inner-city and urban regeneration. These colleges involve themselves in assisting economic renewal through tapping into and developing the skills available in the community, in order to provide business skills and a trained workforce for employers. They also provide opportunities for self-employment and small business development.

The report describes the main findings of the project which was set up to explore the roles of three further education colleges in different inner-city geographical settings in initiating and supporting inner-city regeneration. It highlights the importance of inter-agency and intra-agency planning and suggests that adopting a systematic and planned approach through co-operation with the Local Authority and other organisations (e.g. Task Force, TECs, etc.) that have a particular area-based focus, is essential to formulate coherent strategies and to provide access to new finance.

The guidelines and checklist are targeted at:

- senior managers and governors of FE colleges
- other providers of education and training including adult education providers
- Training and Enterprise Councils (TECs)
- LEA officers, planning departments and economic development units of local authorities
- community organisations in inner-city areas

This report will also be of interest to individuals from both commerce and industry, and all those who are interested in inner-city regeneration issues.

Harminder Bisla
Development Officer
Further Education Unit

EXECUTIVE SUMMARY

AIMS

This project sought to identify and investigate examples of colleges' promotion of inner-city regeneration and to support selected colleges in initiating and contributing towards local regeneration during a one-year period (1989-1990).

THE CHARACTERISTICS OF THE INNER-CITY

During the last twenty years there has been increasing recognition that there are social and economic problems peculiar to the inner-city environment. It is the level and combination of problems affecting many inner-city environments and their populations, and their geographical concentration, that make inner-city areas unique in their need for regenerative initiatives. In particular, high levels of unemployment, under employment and low levels of employment skills and educational achievement amongst local residents point to the need to focus upon the contribution of education and training/retraining to the improvement of job prospects and the creation of employment in the local community.

The social and economic aspects of regeneration are inextricably linked. The goals of inner-city regeneration are four-fold – economic, personal, cultural and social. Employment goals are important for the community as a whole as well as for individuals. Increasing the availability of employment meets the needs of inner-city residents who lay great stress upon the desire for employment opportunities, and raises the level of local incomes. Individuals benefit through improved material circumstances but also through personal goals such as improved self-esteem, self-confidence and sense of identity. Social goals include improved community identity and encouragement of initiatives by the community. The improvement of the inner-city environment, both physical and social, is another focus for regeneration. Cultural goals are important in many inner-city areas which contain sizeable ethnic minority communities. The local FE college is in a unique position to help stimulate regeneration in the inner-city. The provision of improved education, training and retraining opportunities in the local area and the identification of needs and responsiveness to the community are part of its traditional role. The college can also bring together, and liaise with, other agencies and organisations, community groups and local employers, to enable collaborative approaches and to help develop coherent strategies for regeneration in the locality it serves.

PROJECT RESULTS AND IMPLICATIONS FOR COLLEGES

A number of key issues which affect the processes of inner-city regeneration were identified. In many cases these issues were found to be inter-connected so that action or choices in one area affect a college's response in another.

INSTITUTIONAL CONTEXT AND IMAGE

The institutional context of a college, that is, its history and present environment, has a major impact upon its capacity to initiate or respond to regenerative initiatives. Colleges found it valuable to focus upon their particular inner-city context, undertake a college review and pay attention to improving the college's image amongst students, local residents and employers.

NEEDS ANALYSIS

The analysis of needs (education, training and retraining) of the local community, both residential and business, is linked with the college's evaluation of its particular institutional context and local circumstances.

The collection and analysis of monitoring data on the characteristics of student intakes in successive years can be used to obtain a detailed picture of the community the college currently serves. Comparisons of such statistics with data on the characteristics of local residents also help to point up any under-representation amongst disadvantaged groups and residents of particular neighbourhoods within its vicinity.

Adopting a systematic and planned approach through co-operation with the Local Authority, and other organisations that have a particular area-based focus (e.g. Task Force, TECs), is essential to formulate coherent strategies and to provide access to new finance.

LINKS WITH OTHER AGENCIES AND GROUPS

Efforts to promote inner-city regeneration were found to be more successful where colleges had taken active steps to institute, encourage or expand their contacts with other groups and agencies, and where these were given a high priority by college staff. This was particularly important for the identification and analysis of education and training needs in the local community. The involvement of such groups helps to empower the consumers of a college's services.

FINANCE AND RESOURCES

Finance is a necessary prerequisite for FE colleges' promotion of inner-city regeneration. The project provided examples of innovative uses and reallocation of existing college funds and resources, including staff time and responsibilities. In addition, some colleges paid special attention to identifying new sources and ways of attracting additional funds to finance new courses or activities.

THE ROLE OF SENIOR MANAGEMENT AND COLLEGE ORGANISATION

Senior management and college organisation can play a crucial role in determining the success of policies related to inner-city regeneration. In particular, active leadership and promotion of new ideas and initiatives by the principal or vice-principals is required. A change in college mission towards responding to the needs of the community was found to be important.

Colleges had identified gaps in the representation of certain groups through their needs analysis and a variety of innovative courses had been set up or were planned as a result.

The setting of equal opportunities targets was found to be helpful by one college and the development of compacts and of customised training packages for local employers were other valuable innovations.

Paying attention to area-based features, particularly the targeting of specific neighbourhoods and provision of delivery points for college courses in key inner-city locations (taking the college to the community) made the college more accessible to certain groups.

A number of changes were aimed at providing support for non-traditional entrants. These included better student counselling and guidance, job search, literacy and numeracy and, in some cases, social skills support. Outreach workers, distance learning, open learning and student-centred learning were some ways of making college provision more flexible.

Paying attention to the quality of the college environment, to make it more attractive to students and reflect the multicultural nature of society, was also seen to be important.

RECORDING, MONITORING AND EVALUATING PERFORMANCE

Collecting and using information to monitor and evaluate inner-city regeneration initiatives is necessary to establish whether targets are being met and to feed into the college's forward planning and decision-making processes.

Student monitoring (ethnic, sex, language and location) is an important method of establishing the client group served by different departments/sections, courses and college sites.

Information about student progression was less commonly used but linking information about student characteristics and post-course destinations is one way in which detailed assessments of student progression can be made.

Collecting information about students' and employers' views of the college and particular courses can help to establish the extent of consumer satisfaction with particular services.

OUTCOMES

Consideration of the key issues and strategies for action identified by the colleges involved in the project led to the development of a checklist of regenerative initiatives and activities (Appendix 1). This is intended to provide a basis for discussion and college self-evaluation and may be a useful starting point in developing a whole college policy for inner-city regeneration.

The FEU/Work-Related Further Education Development Fund project *FE colleges and inner-city regeneration: strategies for action* was set up to explore the role of the further education college in initiating and supporting inner-city regeneration. It arose in response to initiatives by the Government during the mid-1980s in inner-city action and urban regeneration.

This project sought to identify and investigate examples of colleges' promotion of inner-city regeneration, and to support selected colleges in initiating and contributing towards local regeneration during a one-year period (1989-1990).

During phase one of the project, case studies were carried out at four colleges/LEAs that have been successful in initiating developments in their local areas which assist regeneration. These were based on interviews with key college staff and, where appropriate, LEA officials. The case studies were used as background material to assist three pilot 'action' colleges involved in phase two. These colleges were approached because of knowledge of their current activities, and because they provided examples of different kinds of inner-city environments.

The three colleges involved in phase two were asked to consult with their LEA, voluntary sector organisations, local employers and local community groups in developing model strategies for regeneration. This approach was proposed because education and training/retraining provision is likely to be most successful when it is recognised as having been designed by rather than on behalf of local residents and business people.

This report describes the main findings of the project and highlights some of the successful strategies by which colleges can initiate, support and sustain regeneration activity in their local areas. A checklist of regenerative initiatives and activities has been drawn up and it is hoped that the checklist may provide a useful starting point and focus for college self-evaluation and review.

THE CHARACTERISTICS OF THE INNER CITY

During the last twenty years there has been increasing recognition by both academics and policy makers that there are social and economic problems peculiar to the inner-city environment. These relate to high levels of unemployment and crime, low incomes, poor housing and a degenerating physical environment, a higher incidence of health problems, and a local population which has had limited access to education and training/retraining opportunities. In many but not all cases, members of black and other ethnic minority groups (first, second and third generations) are concentrated in such inner-city neighbourhoods, and there are frequently many difficulties for such groups particularly in terms of employment prospects.

The inner city may be characterised as generally offering a poor quality physical environment and reduced employment prospects. Social problems often compound and are aggravated by inadequate material circumstances. Many of these problems and difficulties (for example, homelessness, poor housing, poor health, etc.) affect aspects of the inner-city environment over which the education system has little influence or control. A variety of indicators have been used to identify inner-city problem areas - these include unemployment figures, crime statistics, indicators of sub-standard housing, health statistics, details related to ethnic composition, statistics concerning educational achievement, and labour market analyses of skills and skills mismatch and the incidence of low incomes.*

Although the label 'inner-city problem' represents a geographical or area-based viewpoint, this is not to suggest that it is the city which 'causes' the problem. A multiple-indicators approach helps to identify the existence of concentrations of disadvantage but these are in many cases a reflection of wider structural and economic changes which have become pronounced during the 1970s and 1980s as cities enter the post-industrial era. As Hambleton noted:

'Inner-city policy cannot be viewed as an alternative to wider social and economic policies to help deprived groups, nor can it be expected to transform inner-city living conditions in the short term. The policy can, however, ease the transition from one labour market to another and can help to compensate inner area residents for their relatively disadvantaged position. Further, it is clear that there are very important local dimensions to inner-city problems which require local analysis and action to suit local circumstances.'

'Implementing Inner City Policy: Reflections from Experience'
Policy and Politics, 1981
Vol. 9, No. 1, pp 51-71

*For further details of characteristics of inner cities see Appendix 2.

It is, therefore, the level and combination of problems affecting many inner-city environments and their populations, and their geographical concentration, that make inner-city areas unique in their need for regeneration. In particular, high levels of unemployment, under employment and low levels of employment skills and educational achievement amongst local residents point to the need to focus upon the contribution of education and training/retraining to the improvement of job prospects and the creation of employment in the local community. As can be seen from the colleges involved in this project, inner-city areas vary in the level and combination of factors which create the environment of the local college (for a discussion see Part 3, key issue i). The further education college has an important role to play in identifying and responding to the education and training/retraining needs peculiar to its local community (both residential and business). It is for this reason that the FEU/WREDF project focused on investigating the ways in which colleges, in co-operation with other agencies, could initiate and support regenerative activities and on identifying strategies for action.

DEFINING RENEWAL

Inner-city regeneration involves bringing together a wide variety of resources (government, local authority, private sector and voluntary) that are capable of stimulating economic and social growth in cities. *Enterprise and the Inner Cities* (an exhibition and conference held in October 1988) argued that 'Regeneration of our inner cities is one of the biggest challenges that we face in Britain today. Success in the long term will not only provide a major contribution to the country's economy, it will also give hope to those who live in cities.'

Government interest in inner-city regeneration grew during the 1980s, stimulated by political concern at the inner-city riots of 1981 and rising levels of unemployment, particularly youth unemployment.

The various indicators of disadvantage used to define inner-city problems can be mutually reinforcing. Poor educational achievement and opportunities amongst local residents result in a poorly skilled local labour force and reduce still further employment prospects in the locality and investment by business and industry because of skill mismatch. The high incidence of low incomes in the inner city itself causes difficulties, particularly for the development of local businesses and enterprise.

The social and economic aspects of regeneration are inextricably linked. The inability to obtain suitable employment may affect the individual's ability to obtain access to acceptable housing and unemployment is associated with poorer physical and mental health and marital discord. Equally, social problems themselves can affect the individual's ability to obtain or to keep in employment. Absence of suitable childcare facilities, and low or inappropriate levels of skill or education can be major barriers to employment. The goals of inner-city regeneration are thus four-fold – economic, personal, cultural and social (see Appendix 2).

Economic goals are important for the community as a whole as well as for individuals. Increasing the availability of employment, particularly secure, well-paid and skilled work, and stimulating the growth of new enterprises through self-employment has a two-fold effect. It meets the needs of inner-city residents who lay great stress upon the desire for employment opportunities, and raises the level of local incomes. Individuals benefit in various ways from access to employment - through improved material circumstances and less tangibly but equally importantly through personal goals, improved self-esteem, self-confidence and sense of identity. (A number of surveys have reported on increased ill health, depression, and marital problems, for example, amongst the unemployed.) The community as a whole also benefits: greater income leads to improvements in the housing stock, stimulates local businesses (shops and source industries) and may help to motivate young people. It can improve the quality of both the physical and the social environment.

Social goals for inner-city regeneration include improved community identity and encouragement of initiatives by the community. One of the main aims of regeneration initiatives is to build on and foster the strengths of the local community including those of minority interest groups. There is a need to empower disadvantaged groups through their involvement in new initiatives, in identifying training and education needs, in setting priorities and planning for change. Only in this way can regeneration become self-sustaining and make a permanent contribution towards the improvement of inner-city areas.

In areas with a sizeable ethnic minority community inner-city regeneration may well also incorporate cultural goals. These could include the strengthening of cultural identity and raising awareness of particular traditional skills. For example, courses in traditional crafts, cooking, or hairdressing techniques and the provision of mother-tongue teaching may help promote cultural identity and foster traditional skills.

The local FE college is in a unique position to help stimulate regeneration in the inner city. The provision of improved education, training and retraining opportunities in the local area and the identification of needs and responsiveness to the community are part of the college's traditional role, and it has an interest in promoting the four-fold goals of regeneration - economic, personal, cultural and social. The local FE college is also in a unique position to bring together and liaise with other agencies and organisations, community groups and local employers, to enable collaborative approaches and to help develop coherent strategies for regeneration in the locality it serves. It is for these reasons that this project focuses on investigating in detail the role FE colleges can play in initiating and fostering inner-city regeneration and identifying and describing strategies for action and barriers to change.

Part 3: PROJECT RESULTS AND THEIR IMPLICATIONS FOR COLLEGES

A number of key issues which affect the processes of inner-city regeneration and the degree of success of specific college initiatives intended to foster such regeneration have been identified. Although these issues are discussed separately, in many cases there are important inter-connections, and action or choices in one area will affect a college's response in another. Attention is drawn to some of these links in the discussions. It should also be remembered that the key issues outlined here do not provide an exhaustive account of the results of the project. Nor is it suggested that they are all of equal importance. Much depends upon the particular circumstances of an individual college. Nonetheless, it is hoped that this account of key issues and their implications will prove of value to other colleges concerned with the practical problems of promoting regeneration in an inner-city context.

i) INSTITUTIONAL CONTEXT AND IMAGE

It became evident from analysis of the seven case studies that, although there were many similarities in approach and objectives, each case study was unique in various ways. **The institutional context of a college, that is, its history and present environment, has a major impact upon its capacity to initiate or respond to regenerative initiatives.**

INNER-CITY CONTEXT

The three pilot 'action' colleges involved in phase two of the project provide examples of different kinds of inner-city environments, and these different contexts have helped shape colleges' responses to inner-city regeneration.

> College A is situated in the Midlands. It was predominantly a centre for engineering training and entered a decline as industrial recession hit the West Midlands during the 1970s and early 1980s. The area suffered particularly heavily from the effects of the UK's economic recession. Employment is thought likely to continue to decline in those sectors traditionally important in providing jobs in the inner city through relocation and technical change.

The principal weaknesses of the area were summarised as:

i) a narrow base and dependence upon a small number of larger firms in traditional sectors creating vulnerability to economic downturn

ii) poor growth prospects due to:
- the lack of firms in growth sectors
- a relative lack of small companies and low rate of new business formation
- the extent of dereliction
- the prevalence of low incomes (average incomes per capita at least 40% below national norms)

*A note of the main organisations which have an interest in inner-city regeneration is given in Appendix 3.

The College reported that low incomes in particular had led to:

'a steady decline in local community support facilities, protracted decline of the major shopping area (itself an important resource and source of employment) and a lack of local capital available for the establishment of new enterprise'.

The area has a high percentage of Muslims in the local community (up to 90% in some wards); and it was reported that these communities tend to be tightly knit and inward looking. English language acquisition was seen to be essential to enable this group to take advantage of economic activity in the city as a whole.

An important opportunity for the community was reported to be a flow of inward investment from the Heartlands Project - an area-based programme intended to revive the local economy through the provision of better road links, improvements to the environment and the development of industrial and commercial schemes. The college sought to increase its links and co-operate with the Heartlands Project in its inner-city regeneration initiatives. This Heartlands Project has been a vital source of funds for College A.

College B is located in the North West in a town which was once an important textile centre. Its local economy is still dominated by manufacturing. It was badly affected by the UK's economic recession during the 1970s and early 1980s. Multiple disadvantages reported by the College are manifested in high levels of unemployment, low-paid work, pollution, crime, poor housing and health, low levels of education, skills, motivation and aspirations in the inner areas. There are concentrated pockets of unemployment mainly within the Bangladeshi and Pakistani communities and within White groups on large council estates. It is estimated that 35% of the Asian community are unemployed. The local Task Force has been involved for three years in attempts to revitalise four wards in the inner city with particular concentrations of disadvantage.

The local Metropolitan Borough's *Strategies for the 1990s* seeks to improve the quality of life for all its residents (particularly those from inner areas) and is 'going local' with a network of neighbourhood services. The Authority has rejected Employment Training (ET) and in collaboration with the local technical college, and with funding from Task Force, is developing 'alternative training opportunities' and 'positive action through training'.

The local Training and Enterprise Council (TEC) intends to encourage 'closer co-operation between local employers, the education services and training providers'. The three local colleges have been increasingly involved in co-operation and liaison and in promoting equal opportunities. College B noted that imminent tertiary restructuring creates an undercurrent of anxiety yet also stimulates the impetus for change.

College C is situated in the North East. The College's main site originally developed as an international marine education centre while its other centre served the shipbuilding, mining and electrical engineering industries of the mid-Tyne and north-east Durham areas. These two separate centres were merged to form one college in 1984. In 1990 this institution changed again, to become a tertiary college. The area has experienced a dramatic contraction in the British merchant fleet and in the land-based engineering and mining industries during the 1970s and 1980s. The borough has the highest unemployment rates in England and Wales, and College C has responded by mounting many part-time and 21-hour courses for the unemployed, community-based initiatives, higher education Access courses, and short courses for industry.

Changes in local management resulting from the 1988 Education Reform Act (ERA), the creation of a TEC and tertiary reorganisation were reported to have led to some dislocation of previously established relationships between the College and other organisations concerned with education and training.

The College had access to up-to-date information about the registered unemployed at the ward level (both male and female). In contrast to the other pilot colleges, College C reported lower figures for the concentration of ethnic minority residents in the inner city. The main features of inner-city disadvantage in this area relate to unemployment, under employment, low incomes, crime statistics and poor health. Physical degeneration of the inner-city environment is less marked.

Given the variety of inner-city environments, it is important for colleges interested in fostering inner-city regeneration to **record and take accunt of the history and current circumstances** peculiar to the institution concerned. Several of the case-study colleges reported that they had undertaken such an analysis in considering the aims and objectives of the inner-city regeneration project. They had also used any available **local authority information concerning the local population and labour market, including the identification of changes in the industrial and employment base of the local area, and possible future employment growth areas.**

COLLEGE REVIEW

A review of the college's past and current circumstances, its provision, student body and organisation provides a base line for planning regenerative strategies. Obtaining a clearer picture of where the college 'is' can help in preparing plans of where it should be in one, two or five years' time.

College A's experience makes clear the value of a college undertaking a review of its own history and local circumstances as a positive contribution towards **changing the college's image and functions.** Thus its *Strategies for Action* submission noted that, 'the college was in decline during the latter part of the seventies, as industrial recession hit the West Midlands. . . . However, it was not until 1981 that major efforts and resources were put into attracting new areas of work. . . . There has been **a conscious shift in college objectives,** from serving the needs

of commerce and industry to making provision for the whole community, unemployed as well as employed, black and white, male and female, adult and school leaver'.

College A reported that it had conducted **an analysis of recent enrolment patterns, (including place of residence, as well as sex and ethnic group), made explicit changes in the college's objectives, curriculum, and course offer, sought to recruit more women and more ethnic minority staff, instituted changes in management, and appointed college programme area leaders for various cross-college functions (equal opportunities, marketing and student services)** in order to give them high priority and status (see Appendix 4). The College's institutional analysis of its current circumstances and recent changes helped it to set objectives for the inner-city regeneration project and build these into its current activities.

A number of the case-study **colleges** indicated that they had **benefited from the existence of local area-based policies designed to promote inner-city regeneration.** Such policies can provide a valuable stimulus to colleges in developing and financing their initiatives. For example, College A had made use of the local Task Force and the Heartlands programme; the inner-London Community College had co-operated with the London Docklands Development Corporation's (LDDC) Docklands scheme; two Councils had adopted area-based approaches to inner-city regeneration (see also 'Attention to area-based features', p. 00).

IMPROVING THE COLLEGE'S IMAGE

Another important aspect of institutional context is the college's image in the local community – amongst both local residents and local businesses. College A made an explicit reference to a problem arising from its poor local image which was attributed to a number of difficulties and specific past events and to its history as a technical/engineering college. In recent years College A had also paid considerable **attention to improving its image and standing in the local community through careful maintenance and decoration of its buildings, increased links with local schools and businesses, and changes to marketing strategies and course offer.** This college had also singled out improving its image as one of the targets for the inner-city regeneration project. It reported:

'The Principalship has adopted a deliberate policy of improving the fabric of the building with a strategy which carries the epithet *Back to Basics*. As a consequence of this there have been improvements and changes to:

- toilet facilities;
- internal decoration. This is a continuous process in which all rooms and corridors are upgraded and redecorated. In addition carpets and pictures have been added to complement the improvements;

- external changes. These include better access facilities for disabled students including discrete parking provision. The use of plants and flowers to improve the outside appearance of the college;
- the appointment of more support staff to maintain and continue the improvements made.

Links with local schools and businesses have been wide ranging and in addition to the examples within this text have been built upon the philosophy of "closeness to the customer". This strategy taken from the works of Peters (1986, 1988) assumes that customer orientation will drive the organisation and set organisational goals. The strategy also needs the other changes outlined by Peters particularly in *A Passion for Excellence* (1986) and *Thriving on Chaos* (1988) to support it.'

College C had also noted that one of the difficulties faced, in relation to promoting the inner-city regeneration project, was its historical context (the college was formed by a merger of a Marine and Technical and a Technical College in 1984). This had given the college an image of a marine and technical institution amongst the local population, which created difficulties in recruiting potential students for other areas. One of the aims College C adopted in its *Strategies for Action* submission was 'promotion of the college in the inner city'. It saw the need to 'enhance image by improving our visibility and accessibility' and for a 'changed ethos especially for the disadvantaged and ethnic minorities' and 'a press/media campaign linked to the action programme'.

Examining the college's image amongst local residents and employers may identify the need for changes. Ways of improving the physical environment (e.g. college appearance, decoration and upkeep) and offering a more welcoming image (e.g. reflecting the multi-cultural nature of society) should be explored. In addition, better marketing of existing and new courses may be needed.

> An understanding of the impact of the college's history and that of the local area helps a college to assess the limitations and opportunities of the industrial and environmental context within which it must work to promote regeneration. Collaboration with the local authority in area-based approaches, and an awareness of the college's image in the local community and how this has developed, may assist the college in responding to its particular local circumstances and developing strategies for the future.

ii) NEEDS ANALYSIS

Needs analysis arises out of the first key issue ('institutional context and image'). One of the five main project aims was for colleges to 'undertake an analysis of the education/training – retraining needs of the local community with special reference to disadvantaged groups'. As might be expected in many ways **the analysis of needs is linked with the college's evaluation of its particular institutional context and local circumstances.**

All the case studies provided evidence of various attempts to investigate local education and training/retraining needs and indicated that colleges regarded needs analysis as of great

importance for future planning. **The collection and analysis of monitoring data concerning the characteristics of colleges' student intakes in successive years had been and is being used to obtain a detailed picture of the community the college currently serves.** This included sex and ethnic monitoring and, in the cases of Colleges A and C, analysis of students' home addresses to establish area of residence. **The examination of these statistics over time and for different courses, departments and/or sites helps a college to identify changes in the characteristics of its clients. It also points up any under-representation amongst disadvantaged groups and residents of particular areas or neighbourhoods within its vicinity.**

In addition to monitoring student intakes the case-study colleges had tried to identify the education and training/retraining needs of members of the local community. A number of colleges reported strong links with their local council and were able to utilise information from and collaborate with council surveys of the local population designed to identify needs. For example, College B had obtained **information about unemployment rates for different inner-city wards, including details about differences in these rates according to ethnic group.**

One of the case studies revealed the value of action by the Metropolitan Council which had carried out **an audit of the local labour market.** This had **highlighted areas of new job opportunities and skill shortages** which was helping to identify training and retraining needs.

College A demonstrated the value of good links with the local authority in obtaining information about community needs. It maintains close contact with the City's Economic Development Unit (EDU) and the Heartlands Project. **The need to foster 'essential employment skills',** was emphasised especially in selected geographical areas where a high percentage of the population is of Asian backgrounds and where unemployment rates are high. **These essential employment skills included English language, literacy and numeracy.** These transferable skills are applicable in a wide variety of employment contexts (see Appendix 5).

This College also reported on **productive and increasing links with local employers providing a way of identifying their particular training needs,** particularly in the engineering field. Much effort had gone into the creation of successful adult compacts with major companies in the area (e.g. Longbridge and Land Rover, Solihull and Magneti Marelli). These were proving highly successful in retraining and providing long-term unemployed people with 'well paid secure employment'. **Close collaboration with employers ensured that the training programmes met the employers' requirements. In addition to adult compacts, post-redundancy counselling courses** were being developed at College A to meet the retraining needs of affected groups, and some notable examples of success in retraining older age groups (50 plus) of redundant engineering and manufacturing workers and assisting them in job search have

occurred. *'As a direct result of 'Compact' type arrangements 54 long term unemployed people have gone into well paid, secure employment.'* (Adult compacts are described in more detail under key issue vi) 'Meeting needs and support for non-traditional entrants', p. 23.)

College A had also been **fostering better contacts with local schools through school compacts** to help it identify the education and training needs of the 16-plus age group. The Heartlands Schools Compact was set up as a partnership between schools in the Heartlands area and the business community there. It was supported by the LEA and funded by the Training Agency (now the Training Enterprise and Education Directorate, TEED). The intention was that every fifth former who left in 1990 from the schools would be guaranteed employment - providing they had been able to satisfy criteria drawn up in consultation between parents, employers and the schools. An extensive programme of student work experiences and visits, teacher experiences (including visits and secondments) and employer activities was established.

In all its initiatives College A emphasised **a pro-active client-centred approach.** Much stress was laid upon providing employment-related skills because lack of employment was considered to be a major handicap for the members of the inner-city community and, **in surveys of the views of local residents, the desire for employment was found to be of utmost importance.**

A systematic and co-ordinated approach to needs analysis had been adopted by a Midlands City Council examined in phase one of the project. The intention was to ease skill mismatch in the local population following heavy job losses in traditional industries. The Department of Employment and Economic Development and the city's Education and Business Partnership had played leading roles in the identification and analysis of education and training/re-training needs. **Local market surveys of employers' perceptions of labour and skill shortages in particular had proved useful. In addition, the Council had conducted surveys of the local population, paying particular attention to identifying the needs of disadvantaged groups** – for example, special surveys of the members of the Yemeni community and the unemployed.

ADOPTING A SYSTEMATIC AND PLANNED APPROACH

Co-operation with the Local Authority and with other organisations (e.g. Task Force, TECs, Training Agency, Development Corporations) that have a particular area-based focus to inner-city problems is essential to formulate coherent strategies and to provide access to new finance. Shared information, premises and joint ventures can result. For example, College C had made use of its **Industrial Liaison Unit to co-ordinate, develop and maintain links with local employers, and to ascertain any training needs perceived by employers, as well as to maintain a database of local industry including information relating to size of work force and contracts** (see also p. 18).

A commitment to a client-centred approach seeking to identify unmet education and training/retraining needs amongst the local residential community and thus to empower non-traditional entrants, especially those from disadvantaged groups, was evident in the case study of the inner-London Community College. This college had developed close relationships with many voluntary and community organisations, and **also worked with the Training Agency (now TEED) on a borough-wide analysis of training needs and borough participation in training schemes.**

From the various case studies, there was strong evidence that regenerative activity was likely to be most successful when there was **full co-operation between the local authority, related organisations and local colleges, and where there was a systematic planned approach.** For example, in one metropolitan borough, heavy job losses had occurred in the traditional industrial base, particularly the long-established metal-based industries. This had major implications for the education and training/re-training needs of the local population, and therefore for the work of local colleges. The Borough Council had built up a coherent strategy in conjunction with local colleges through the formulation of its work-related Further Education Development Plan to tackle the problems of skill mismatch and shortage.

Another phase one case study provides a useful example of the importance of analysing local circumstances and the value of co-operation between the City Council and local colleges in planning a range of initiatives to assist the restructuring and regeneration of the city's economic base. In this case the Development Corporation played a leading role in co-ordinating activities. Likewise, in a London borough the Community College's links with the LDDC have had a significant impact upon its provision.

> All the case studies stressed the problems of high rates of unemployment and of an unskilled or inappropriately skilled workforce in their analysis of local needs. The desire for suitable secure employment amongst the unemployed was noted by colleges as a reason for their emphasis on providing essential employment skills. Collaboration with other agencies and the local authority in surveying the population and local businesses, and in labour market analysis were also important in conducting needs analysis.

iii) LINKS WITH OTHER GROUPS AND AGENCIES

Efforts to promote inner-city regeneration were more successful where colleges had taken active steps to institute, encourage or expand their contacts with other groups and agencies, and where these were given a high priority by college staff. Some colleges had been particularly keen to obtain the advice of such groups and agencies in their attempts to identify and analyse education and training needs (key issue ii) in the local community (both business and residential), and had involved them actively in the recruitment of students, the development of new courses or facilities to cater for these needs and in marketing college courses.

Given the importance of the social and employment goals of inner-city regeneration and the intention to enhance the education, training/retraining and employment prospects of disadvantaged groups, all of the case-study colleges had established various links with different community groups and organisations before the inception of this project. However, the project was viewed as a further opportunity to expand such contacts and involve these groups and organisations in new regenerative initiatives.

An inner-London community college studied in phase one had developed **close relationships with many community groups and organisations. The importance attached to such links was demonstrated by the appointment of a Vice-Principal for Adult Education and Community Development, and the institution of the Governors' Voluntary Sector Consultative Committee.** In addition, the College reported the activities of **a Gender Advisory Group and an Ethnic Groups Consultative Committee. It had devised an affiliation scheme to enable voluntary and community groups to join the College for a nominal fee and thus obtain access to its accommodation and facilities.** In addition, with ten out of twelve local voluntary organisations which were training providers in their own right, **the College had entered into partnership arrangements and offered a range of services to local voluntary organisations** to support their own in-house training programmes.

Another phase one case study reported the use of FEU/PICKUP funding to **develop contacts with, and to explore the training needs of, local small and medium-sized engineering companies.** A Curriculum Development and Performance Review Committee headed by the Vice-Principal of a different college had distributed **questionnaires to investigate employers' perceptions of their training needs as part of a wider examination of the use of performance indicators in colleges.**

The same college also reported on the success of an Urban Aid Project for the unemployed. This was set up to promote the acquisition of practical skills and the local Unemployed Group played a major role in its organisation and had been given a great deal of managerial autonomy. This initiative provides an example of the way **links with a community organisation helped to meet the needs of a disadvantaged group in a way which involved and empowered members of that group during the process.**

Another phase one case study illustrated **the value of bringing together a wide variety of agencies with responsibilities for education and training in the city, including representatives of industry, the City Council, the Training Agency and the city's Tertiary Colleges.** The City Council had also made considerable investments in projects intended to 'develop and empower' ethnic minority communities. For example, it supported the Afro-Caribbean Enterprise Centre, and had set up a literacy campaign for Yemeni and other groups, employing bilingual young people from ethnic minority

communities to act as adult literacy assistants. Individual colleges in the area had also taken steps to improve their links with community and business groups.

In order to foster links with industry College C had appointed **an Industrial Liaison Officer,** and **made arrangements for secondments of staff to industry.** A description of its work is given below.

'The Industrial Liaison Unit is co-ordinated by a principal lecturer who is responsible for contacts with local and emerging industries and is the representative on the various committees pursuing development appropriate to the inner-city regeneration programme. The unit also markets the College and endeavours to respond to industry by providing flexible training and tailor-made packages designed in conjunction with company trainers, which operate throughout the extended college year. Courses which place emphasis on the development of common and transferable skills and the move towards competence-based training of key skills also demonstrate the College's response to the changing industrial needs from heavy engineering to precision industry. A database is maintained within the unit which together with the PICKUP Network provides an effective mechanism for identifying and responding to local training requirements.

As part of the Training and Vocational Education Initiative (TVEI) Extension Scheme a programme has been devised in conjunction with the local authority to provide work placements for staff and at the same time encourage industrialists to work in the college either with students or on a consultancy basis.

Within the staff development programme there is further provision for the college lecturing staff to take the opportunity of industrial secondment. This is currently being implemented by the transfer of staff to the leisure industry.'

Amongst a variety of initiatives designed to promote its links with local industry and business, College A reported Adult Compacts (noted earlier under ii) 'Needs analysis', p. 13), **the secondment of staff to industry and consultancy work on training needs analysis and in-house training.** This college specified 'getting closer to the customer' (defined under business and community) as one of the major intended outcomes of the inner-city regeneration project.

Analysis of the education, training and re-training needs of the local population requires liaison with and responsiveness to local community and voluntary groups, and local employers. The involvement of such groups h[illegible]s to empower the consumers of a college's services. Customise[illegible] packages for employers, the development of courses designed to foster essential employment skills or to meet particular needs (e.g. language needs) and the provision of more support for community and voluntary groups' own ventures and initiatives may result. The establishment of a consultative committee with representatives of local community and voluntary groups, students and employers could prove useful.

Finance is a necessary prerequisite for FE colleges' promotion of inner-city regeneration. The case studies provided examples of **innovative uses and reallocation of existing college funds and resources** (including staff time and responsibilities). College C had set up a varied programme of adult education classes in activities centres for the unemployed in the inner-city area (see Appendix 7 for details). In College A's case innovations were particularly focused on the development of Access points in the inner city. In addition, there was considerable evidence that some colleges paid **special attention to identifying new sources and ways of attracting additional funds to finance new courses or activities.**

College A noted in its project report: 'Policies are only as powerful as the finances that support them. The College has been fortunate that circumstances have combined to provide major sources of finance at the appropriate time.' This College provides an example of the way a **change in mission (a proactive client-centred philosophy) had encouraged an outward-looking approach to obtaining finance from bodies such as the Training Agency** for YTS (before the introduction of ET). The College's involvement in ET is managed by the city's Economic Development Unit (EDU). The EDU has influenced the way the College has responded to Training Agency and European Social Fund (ESF)programmes. The Heartlands development (a combination of public and private finance and activity aimed at regenerating a specific geographical area of the inner city) has also been successfully approached as a source of finance. **Another major regeneration agency, the local Task Force – part of the government's City Action Team (CAT) – initiative has also been supportive of a number of college innovations.** In particular, College A established a very productive partnership with the Task Force-funded Group on Employment and Training (GATE) including sharing facilities, publicity for courses through a weekly newsletter, and combined resources for a number of courses, particularly in the area of public services employment training.

Task Force funding was also used for initiatives such as instituting new school compacts. These partnerships allowed the College to increase its contacts with the local community by providing 'Access points' in the inner city for adults (women returners and the unemployed) as well as improved facilities for school pupils. **Support from major engineering employers involved in adult compacts was also obtained for this initiative. ET has been a source of funding** for its growing involvement in **adult compact courses. European Social Fund (ESF) monies have been used to support pre-redundancy work.**

Another case study provides a further example of the value of reaching out and tapping into special government funds which have been made available for inner-city renewal. The availability of YTS, ET and ESF monies has allowed the college to become a major centre for special measures work. The importance of

industrial liaison and marketing of courses was emphasised by this college. **A Head of Department had been given sole responsibility for the organisation of contracts and overview of industrial liaison to increase efficiency.**

The case study of a LEA and its colleges undertaken in phase one indicated that 46% of its funding for inner-city regeneration was derived from external sources (such as Mutual Development Fund [MDF], ET, ESF, Education Support Grant [ESG], Urban Aid, etc.). **Grant related in-service training (GRIST) funding had been obtained to provide a Central Market Research Training Unit and FEU/PICKUP funding had been used to explore the training needs of local small and medium-sized engineering companies.**

Computerised Training Access Points (TAPs) had been set up using Training Agency funding. These act as a two-way communication medium between the providers and consumers of education and training and are located at high profile locations in the inner-city (e.g. job centres, supermarkets, libraries). It was reported that these helped local colleges in their outreach work with non-traditional entrants.

Internal college review of its current use of existing resources and priorities (including staff responsibilities and teaching duties) is also relevant to the success of regenerative activities in the inner city. It is notable that the College A project team were all given **remission from teaching duties to allow sufficient time for work on the project.**

Careful attention to the resource implications of regenerative activities is vital. A review of existing college priorities and resource allocations will be needed. The reallocation of existing funds and resources (including staff time and responsibilities) should be considered. The provision of staff time and allocation of responsibilities will be important to ensure that staff are able to undertake new work. Staff training and development related to inner-city regeneration is likely to be needed to ensure staff commitment to and ownership of new policies and initiatives. A proactive approach to identify and access new sources of funding is essential. As noted above, Training Agency, Task Force, ESF, MDF, Urban Aid, ET, Local Authority, ESG, FEU/PICKUP had all provided funds for various initiatives instituted by the case studies involved in this project, and TEC funding will be important in the future.

v) ROLE OF SENIOR MANAGEMENT AND COLLEGE ORGANISATION

LEADERSHIP

Demonstrating a commitment to inner-city regeneration by the senior management team will help to ensure that all staff become aware of its importance. Assigning key staff with specific cross-college responsibilities for regeneration initiatives and providing remission from teaching duties for these activities can help the formulation and implementation of whole college plans.

Senior management and college organisation can play a crucial role in determining the success of policies related to inner-city regeneration. In particular, active leadership and promotion of new ideas and initiatives by the principal or vice principals is required to demonstrate that inner-city regeneration is viewed as an area of high priority, to ensure whole college commitment, and to encourage staff involvement in, support for, and ownership of, new activities and policies.

The report by College A makes clear how its **change in mission** (from a 'tight correspondence with economic activity towards responding to the needs of the community' which was felt to exemplify the 'new FE') **required a change in college organisation to provide a supportive infrastructure.** The vision of past and present principals provided an impetus for the College's change in direction, culture and organisation. The previous principal had felt that the change in mission (encouraging the local community to make increased demands on the College and responding to the needs of the community in its broadest sense) needed a corresponding change to the way the College was organised - particularly a change from the 30-year-old departmental structure which had too much history, too much weight of tradition, too much established practice.

The current principal at College A had been involved in the early gestation of organisational change and had continued the tradition of organisational evolution in the College. As a result, the College had undergone a series of management changes gradually stripping away various layers (e.g. deputy principal, departmental heads). **A move away from rigid departmental structures towards programme areas was seen to help support and sustain innovation.** The establishment of a new 'flattened' management team and an emphasis on quality were also reported as innovations which had assisted the development of the inner-city regeneration project. The current policy of deferring to the front line was seen to give greater autonomy and responsibility for all staff (academic and support), and it was concluded that there was a need for a clear college mission to make provision for the whole community, to become more responsive to community needs and to encourage the local community to make increased demands upon the college. The desire to 'get closer to the customer' and an emphasis upon quality should be encouraged in all staff.

In College A a team of four members of staff with differing areas of expertise were given responsibility for the inner-cities regeneration project and reported directly to the College's senior management team. They were allowed considerable freedom to develop policies and initiatives, and the principal's approach of 'deferring to the front line' was seen to have supported the project's development. **A particularly crucial event was the organisation of a training day by the team to analyse its role, develop policy and set targets. The policy of 'taking the college to the community'** (building on the model adopted by one of the phase one case studies) **was promoted as a result of the training day. In essence the model involved setting a**

policy target (20% of the total college curriculum to be delivered in the inner city) and developing a delivery network in the form of access points located in the inner city. (See also 'Attention to area-based features', p. 00). This model was supported by the Principalship and Governors and adopted as official college policy.

The membership of the project's steering group at College C included a vice principal, the Director of the College's Industrial Liaison Unit and a faculty head who also had responsibilities for equal opportunities. **A Consultative Group was established for the project after successful contacts with various local groups and agencies.** This included faculty heads of the College, representatives of the Borough Directorates of Planning, Personnel and Education including Youth and Community Service; Assistant Directors of Education, headteachers of comprehensive schools, Tyneside TEC, the Adult Guidance Service, a multicultural project, the Careers Service, and local community and Activities Centres' wardens. **One of the organisational outcomes** of the project at College C was 'a Consultative Committee with representation from the local community, students and employers to be established on a permanent basis following the Project's Consultative Group'.

The **importance of staff development for the inner-city programme** was noted by College C in its final report and included as one of the recommendations which the College plans to disseminate. College A also laid emphasis on the need for a more general commitment to and high profile for staff development and training in relation to inner-city issues.

The third phase two college, College B, had experienced some difficulties in developing the inner-city regeneration project owing to the advent of organisational change and events which overtook this initiative. This College became involved in the process of tertiary reorganisation. Inevitably this affected the time and support which it was possible to provide for the initiative, and its ability to institute changes in policy and organisation.

The impact of uncertainty and change surrounding tertiary reorganisation inhibits planned and co-ordinated developments connected with inner-city regeneration, at least in the short term. The effects of such factors on the potential success of new initiatives related to inner-city regeneration need to be taken into account by colleges seeking to promote regeneration in their local areas. In particular, difficulties may be faced where there are competing missions. For example, two of the colleges involved in phase two of the project reported that, where tertiary reorganisation occurred, less attention and priority was given to initiatives about the training and education of adults.

vi) MEETING NEEDS AND SUPPORT FOR NON-TRADITIONAL ENTRANTS

The desire to be responsive to community needs, to encourage the local community to make increased demands on the college and to reach new client groups (especially the unemployed, women, adult returners and ethnic minority groups) was evident in the responses of all the case studies. **Colleges had identified gaps in the representation of certain groups through their needs analysis** (key issue ii) **and a variety of innovative courses had been set up, or were in the process of being set up, as a result.**

DEVELOPING INNOVATIVE APPROACHES

Greater use of access and pre-access courses can help a college to meet the needs of certain educationally disadvantaged groups. Initiatives such as adult and school compacts, customised training packages, pre-redundancy courses, joint ventures with community groups and local employers may all prove fruitful avenues for exploration. A focus on identifying essential employment skills and providing appropriate courses should improve students' employment prospects.

The setting of equal opportunities targets for each programme area was instituted by College A as a way of ensuring that the inner-city regeneration initiative was given priority by all areas of work in the college. The need to provide training/retraining which would also create employment opportunities for disadvantaged groups, **made the College lay great stress on closer involvement with industry and business *for all staff.*** This College intended to act as an 'honest broker' for the community, with college staff bringing about new opportunities through their industrial and agency links. It had set up a 'bilingual classroom assistants programme' and *Access to the Public Services* courses (Police, Fire Service, Civil Service) as well as pre-redundancy programmes and adult compacts.

College A provides an example **of the value of adult and school compacts.** As a result **a number of innovative courses/training packages which emphasise the acquisition of 'essential employment skills' were introduced.** The agreement for adult compacts that the company made was to interview long term unemployed for jobs provided they had succeeded in the College's training programme. The original successful adult compact (funded by ET), set up for the Rover Group, provided a model which was built on with other companies. The main features of this initiative for the long term unemployed are:

- reintroduction to the world of work, including interview and job search skills
- appreciation of the Rover Group, including company visits and projects related to those visits
- training in quality awareness
- numeracy and literacy training related to company requirements
- specific practical skills training related to the production process
- certificated Health and Safety training

A number of **essential elements in the quality delivery of compacts were identified. These key features (programme design, good practice and customer care skills) were found to be a potent marketing package and have proved extremely useful in winning the support of other companies for new compacts.**

In collaboration with Task Force and the Heartlands development College A had devised a strategy to establish a series of compacts or customised training packages (Joblink 2000). A Joblink Unit is being set up to take a proactive role in bringing together key organisations in a co-ordinated response to regeneration and to bring about compacts in different sectors (engineering, business and financial services, information technology, construction, clothing and garment manufacture, catering and related services, travel and tourism). This Unit will be based in the inner city.

During the course of the project College A also became the provider for several **customised courses for people from local companies who had recently experienced redundancy.** The expertise, contacts and infrastructures developed as a result of compact-style courses have been used to support the new pre-redundancy work.

In reporting the results of the inner-city regeneration project and the consequent innovations, College C noted that the intention was to 'integrate our provision with the other providers to plan our provision in line with the inner-city policy initiatives of the other agencies. Our main strategy initially would be to concentrate on college and faculty management so that they are made aware of the issues appertaining to the inner city and the funding and resourcing of our response.'

College C's Project Team identified various areas for regenerative development - target client groups include the older unemployed, women returners and ex-ET trainees. **A package of new courses was designed for two Activities Centres for the Unemployed** (see Appendix 7). **The package was designed to balance recreational activities with a vocational programme.** It was considered of no value to try to 'replicate forms of unemployment training which this clientele may already have rejected'. In addition the project formed stronger links with ET, RESTART and the Job Club Schemes which it already operates.

ATTENTION TO AREA-BASED FEATURES

Analysis of up-to-date information (e.g. unemployment figures) at the enumeration district or ward level helps to pinpoint neighbourhoods with particularly disadvantaged populations in employment terms. Targeting particular neighbourhoods and providing delivery points for college courses in key inner-city locations (taking the college to the community) make the college more accessible to certain groups.

The importance of **the location of provision (through access points in the heart of the inner city)** was demonstrated by the

experience of both College C and College A. College C's project activities were designed to exploit the existence of community activities centres and community associations. These local authority-funded centres often provide 'superb facilities for courses and access to a neighbourhood network for marketing and evaluation'. In addition, college staff had been able to **collaborate with some of the community groups and organisations based at these centres in planning provision.**

Targeting particular neighbourhoods can prove valuable. A major study of the socio-economic needs of the boroughs and the potential of College C to meet these had been commissioned by the local authority's Industrial Strategy Committee. The inner-city policy has been prioritised by the Thirtieth Urban Programme. This selected a particular ward which has some of the highest indicators of social deprivation in the borough to be targeted for special attention. As a result the project team proposed a range of courses to be developed in this community (for an example, see Appendix 7 'Programmes for the South Shields Activity Centre'). These short option courses are to be linked to a central guidance core, which is described below.

'The establishment of a systematic guidance programme with outreach staff and the maintenance of student records on a computerised database is essential to underpin work in the community and adult training generally.

A Staff Development Programme for Guidance and Counselling within the Faculty of Humanities and Arts has been initiated using GRIST funding. Enquiries will be recorded, a database established, progression, drop out and response to marketing campaigns aimed at the inner-city clientele will be closely monitored as a result of this initiative.

This limited model will, with luck, be extended across the college and if additional bids for funding are successful the programme will be extended to encompass the community outreach staff employed by the College, centre wardens, claimant advisors, etc.'

College A had also reported on **the need to institute 'delivery points' in the inner city to take the college to the community.** During the course of the project various access points in the form of annexes or shared premises were set up to help reach the new client groups – youth and adult unemployed, especially Muslim women. In addition, two local schools were approached via Task Force to develop access points in the inner city for adults (both women returners and those unemployed) in engineering and information technology (IT).

The **provision of access courses (especially targeted for ethnic minority groups or women) was a very important area of activity for reaching non-traditional entrants** in all the phase one and phase two colleges. The inner-London Community College in particular ran many access courses in all parts of the borough - not just on College sites but in youth centres, schools and community centres. No fees, or reduction of fees, for the unwaged and unemployed were seen as a vital ingredient of their success.

College C described the growth and success of its access courses (e.g. women into computing). It had found that access students attending courses based in a community centre were slightly more successful than those on the main site.

'Within the Faculty of Humanities and Arts, the Certificate in Foundation Studies Access Course has trebled its throughput since 1986. Access provision was extended during the academic year 1989-90 to include a Business Studies Access Course and during the current academic year a course targeted at women planning to enrol into a Higher Education Institution for Computing has been piloted.

A Pre-Access course (the General Foundation Course) which in addition to the core element of communications and confidence building, affords the opportunity to study for a range of GCSE subjects has also been operating within the college. During the next academic year it is envisaged that this provision will be extended into an inner-city setting.

An Access Course for the women of the Ethnic Community has also been designed so that they can use the College facilities as well as infilling into appropriate vocational training.'

It was reported that College C intended to set up a **new pre-access facility in the community** using the model of an existing college course (the General Foundation Certificate). **Crèche facilities and workers** based at the community centres **were found to be important for the success of courses for unwaged women.**

Two new access courses using ET funding were set up by College A as a result of the project, an 'Access to the Police' course for ethnic minority entrants, and a 'Bilingual Classroom Assistants course'. Building on these successful community-based developments includes further plans for 'Access to the Civil Service' and 'Access to the Fire Service' courses.

DIFFERENT KINDS OF STUDENT SUPPORT

In addition to innovative courses and location of provision at access points in the inner city, a number of other changes had been identified which provided support for non-traditional entrants. **These included better student counselling and guidance at entry to and during their courses, job search, literacy and numeracy** and in some cases **social skills support.** College A had worked with the local EDU to gain funding to support these areas. **Outreach workers** formed a positive link with ethnic minority communities. **Distance learning, open learning and student-centred learning** were seen as ways of making college provision more flexible for some non-traditional entrants. Mechanisms to allow the widest possible access of non-traditional entrants included **accreditation of prior learning and experience, and the accumulation and transfer of credits and flexible hours.**

The generous **remission of fees policy of the LEA** was seen **to be important for the success of courses for the**

registered unemployed by College C. However, the non-registered unwaged (mainly married women) were not catered for by this scheme and the College had found that all the free courses for women mounted by ESF monies had been 'heavily subscribed indicating that the fees problem is a real barrier to access'. This situation was referred to the local Council's Equal Opportunities sub-committee resulting in a recommendation to extend the fees remission to certain categories of non-registered unemployed.

Paying attention to the **quality of the college environment (decoration and upkeep) to make it attractive to students and to reflect the multicultural nature of society** was also seen to be important. For example, College B planned to provide a new **prayer room for Muslim students** from September 1990 (see also 'Improving the college's image', p. 12).

In order to meet the needs of all students, particularly those of non-traditional entrants, attention to student support mechanisms is required. Provision for extra support for developing students' language, numeracy, study, social and job-search skills may be needed. Ways of fostering student self-confidence may also be required. Various types of practical support (e.g. through crèches, remission of fees, outreach workers, etc.) should be investigated and greater attention given to student guidance and counselling.

vii) RECORDING, MONITORING AND EVALUATING PERFORMANCE

Collecting and using information to monitor and evaluate inner-city regeneration initiatives is necessary to establish whether targets (e.g. student composition, staff composition, curriculum delivery, etc.) are being met and to feed into the college's forward planning and decision-making processes.

Student monitoring (the collection of statistics concerning students' ethnic, sex, language, age and location details) is an important method of establishing the client group served by different departments/sections, courses and college sites. These figures can be compared with a profile of the characteristics of the local community. Such comparisons are not expected to produce an exact match, but are helpful to a college in clarifying its mission. **Information about students' locations is particularly useful to establish the geographical catchment of the college, and the extent to which it serves inner-city** neighbourhoods known to be particularly disadvantaged in employment terms. If statistics are compared every year, any changes over time can be identified. All the project colleges reported on the value of monitoring information in setting realistic targets for student recruitment.*

*See Sammons, P. & Newbury, K. *Ethnic Monitoring in Further & Higher Education*, (FEU, 1989 and Banerjee, K., Bryant, C. & Sammons, P. *Uses of Ethnic Monitoring Data* (FEU forthcoming).

Analysis of monitoring information about the composition of student intakes (sex, age, ethnic background, location) can help to identify trends and evaluate changes. Relating this information to information about the local labour market and about the local population can identify under-represented groups or neighbourhoods. Setting objectives and targets related to student composition (e.g. women, unemployed, ethnic minority groups) and catchment, and concerning the delivery of courses (e.g. access points in the inner city) for each department or programme area can help inner-city regeneration activities to be given high priority.

Information about student progression was less commonly used than that on intake. It is, however, crucial to evaluate the success of individual courses, particularly new courses targeted at disadvantaged groups. Statistics concerning course completion and dropout, qualifications obtained (if applicable), and post-course destinations (e.g. employment, another course) had been used to assess the success of the pre-redundancy courses and adult and school compact work at College A.

College C reported on the use of information about the post-course destinations of courses for unwaged women which had indicated positive progression into education, training and employment as a result of outreach provision. This had led to plans to continue and increase such courses in future in conjunction with support from a systematic guidance programme. College C described its approach to evaluating women's courses as follows:

'Women's courses are not designed wholly with a pre-determined progression route as the outcome but also as a means of improving the quality of life of the participants as well as providing access to the support systems and networks appropriate to their needs. Counselling and guidance are considered to be integral elements of all such course design.

The criteria for evaluation are otherwise:

- to examine the recruitment to see whether or not it matches the pre-determined target;
- furthermore to investigate the attendance retention and completion rates to see whether or not the needs are met in terms of skills acquired, qualifications or enhancement, in self-confidence and the quality of life.

The evaluation exercise can be part of the guidance and counselling procedure.

Progression is not always an outcome as there are constraints especially for the inner-city client group. Family commitments and the poverty trap whereby unsatisfactory wages and/or income support prevent this very group from moving into education, employment and training. Progression cannot therefore be used as a quality indicator without evaluating the other factors.'

Linking information about student characteristics and post-course destinations is one way in which detailed assessments of student progression can be made. The identification of any sex or ethnic differences in student outcomes could help to assess the needs for different kinds of student support and might point up teaching methods especially suitable for particular groups.

However, other less tangible features may be of equal importance in assessing the success of particular courses (for example, improved self-esteem, self-confidence and sense of identity amongst students from disadvantaged backgrounds). Obtaining students' views about the value of their courses can help to establish their levels of satisfaction.

The problem of a poor or inappropriate college image had been noted by all colleges involved in phase two and there had been concerted efforts to improve and change the college's image during the project. **Collecting information about students' and employers' views of the college** is a valuable way of establishing whether changes in image have occurred. More generally, collecting **information from students and employers about particular courses or services is helpful to establish consumer satisfaction, to enable consumers' views to be taken into account in course evaluation and review procedures, and to ensure greater 'responsiveness to the customer'.** Some evidence of attempts to tap into consumers' views was derived from the case studies. For example, College A was attempting to identify 'core skills' as defined by employers and students in conjunction with the local TEC. In addition, a series of meetings with the College's inner-city customers was organised (and publicised on local radio) with community organisations and local residents. The meetings were reported to have provided useful feedback and led to the formation of a steering group to advise on curriculum provision.

College A also reported that it 'uses a quality circle approach to evaluation with the use of course team meetings. The fact that students and support staff are involved ensures that performance indicators other than simple progression become measures of programme performance'.

College C reported on a number of **changes to college policy and organisation** as a result of the project. These were **designed to ensure that inner-city regeneration initiatives continued** and to ensure that they **were given a high priority.** For example, the remit of the Equal Opportunities Sub-Committee was widened to include the inner city, a consultative committee with representation from the local community, students and employers was established on a permanent basis, and staff development for the inner-city programme prioritised.

Collecting and using information about student and staff composition and student outcomes help a college to establish whether targets and objectives are being met. Such information is essential for course reviews. Student progression details will help to evaluate the success of innovative courses and may point the way to new developments by identifying the need for additional provision. Students' and employers' views can be examined to establish the extent of customer satisfaction with particular courses/services.

The existence of geographical concentrations of different indicators of social and economic disadvantage in the inner city points to the need to pay special attention to area-based features in regenerative strategies. In particular, the extent to which a college's students are drawn from different inner-city neighbourhoods needs to be established. Targeting particular neighbourhoods and providing local delivery points to improve access to college services may be required. Improving the college's image, developing and expanding innovative courses, and evaluating and monitoring changes are likely to prove helpful to promoting inner-city regeneration.

The commitment of a college's resources, including the important resource of staff time, and obtaining additional sources of finance for new ventures through links with other agencies will be important for the success of regenerative initiatives. Finally, identifying and providing different kinds of student support particularly for non-traditional entrants, will help a college to respond to the needs of members of disadvantaged groups (women, ethnic minority groups, the unemployed and those with disabilities).

A consideration of the key issues and strategies for action identified by the project has led to the development of a checklist of regenerative initiatives and activities. This is intended to provide a basis for discussion and college self-evaluation and may be a useful starting point in developing a whole college policy for inner-city regeneration (see Appendix 1).

The experiences of the project's phase two colleges suggest a number of strategies for the promotion of inner-city regeneration initiatives. No one action plan would suit all colleges, and the strategies outlined here are not intended to be prescriptive. However, they provide an indication of the sorts of approaches successfully adopted by other colleges and a useful guide for implementing changes.

Finally, it should be noted that a college's desire to be more responsive to the needs of the local community (both residential and business), and to assist non-traditional entrants, may be motivated by both altruistic and pragmatic concerns. Survival for some colleges in inner-city environments may well depend upon setting up new courses and serving members of groups which have not entered FE or training in significant numbers in the past. If a college does not succeed in attracting non-traditional entrants, demographic factors may lead to its own decline.

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Appendix 1: CHECKLIST OF REGENERATIVE INITIATIVES AND ACTIVITIES

NEEDS ANALYSIS

1. Analysis of the changing historical/economic context of the college and its development, identifying the main characteristics of inner-city decline in the locality (e.g. main industries past and present, job losses, potential growth areas).

2. Collecting information about the characteristics of the local population in terms of age, ethnic, and language composition, sex, unemployment and employment figures.

3. Examining the characteristics of the college's student intake and identifying changes over time (e.g. through equal opportunities monitoring - age, ethnic and language background and area of residence of students at course, departmental and whole college levels).

4. Comparing the characteristics of the student intake with those of the local population and identifying under-represented groups.

5. Collecting information about the education and training needs of the local population in various ways, such as:

   - collaboration with local Council/LEA
   - surveys of local voluntary/community groups
   - surveys of unemployed
   - collaboration with local schools
   - liaison with job centres

6. Collecting information about the training needs of local employers/ potential employers in various ways, such as:

   - collaboration with other agencies (e.g. the Council) in labour market analyses
   - contacts with the Chamber of Commerce
   - contacts with local employers
   - contacts with the local Council e.g. the Economic Development Unit
   - identifying future growth areas/industries
   - identifying skills mismatch and essential employment skills

MEETING NEEDS

1. Identifying barriers to change – internal and external, such as:

   - poor college image in local community
   - inflexible college organisation
   - inappropriate course offer, course delivery, modes of attendance
   - absence of suitable facilities for support from non-traditional entrants e.g. need for child care; language, liter. cy, and numeracy support; better guidance and counselling for

students; access for people with disabilities; need for financial support or fees remission, flexible hours, mode of attendance, need for better student guidance and counselling

2. Identifying objectives for regeneration and setting targets, such as:

   - to increase the recruitment of disadvantaged/other under-represented groups, such as:
     - ethnic minorities
     - second language
     - women returners
     - unemployed/unskilled
     - particular age groups
     - residents of particular geographical neighbourhoods in the inner city

   - to increase provision in target geographical areas by running courses in local centres e.g. community centres, youth centres, selected schools, mobile centres

   - to set targets concerning student intakes, course offer, and teaching hours for individual departments/sections

3. Development of new courses and review of existing course offer, e.g:

   - taster courses
   - pre-access and foundation courses
   - access courses
   - adult and student compacts
   - specific courses for local employers
   - training packages for particular groups or employers
   - joint ventures with local community or voluntary groups

4. Improve the marketing and information functions of the college by:

   - allocating a full-time member of staff to market services to local business/industry
   - institute and develop greater links with local employers (e.g. by visits)
   - increasing employer representation on college committees, etc.
   - survey employers' perceptions of their education and training needs
   - start/increase industrial secondments for various staff
   - provide in-house training by college staff for employers on their own premises
   - develop tailor-made training packages for individual local companies
   - increase contacts with voluntary sector and community groups e.g. through outreach workers
   - involve voluntary sector and community groups more in college life and organisation e.g. set up a Consultative Committee.

5. Improve accessibility of courses by:

- improving physical access
- providing crèche facilities
- providing flexible hours, part-time, evening and distance learning modes of attendance
- providing language, literacy and numeracy support
- providing more individual pastoral and career guidance and counselling for students
- moving towards more open learning on courses, seeking to give prior accreditation for past experience; offering flexible routes through FE/HE
- collating and making more widely available information about the college's education/training opportunities, e.g. through computerised training access points, high profile city centre locations, libraries and job centres

6. Increasing community links, e.g:

- affiliation schemes for local community or voluntary groups to join college and use facilities/accommodation
- appoint community outreach workers
- institute partnership arrangements for joint trading with voluntary groups

7. Involving whole staff in regeneration initiatives, e.g:

- leadership by Principal and Vice-Principal to give high priority to initiatives; heads of department and sections to be actively involved
- provision of appropriate staff development to promote or support curricular and other changes
- arrange industrial secondments for key staff where possible
- give clear responsibility for industrial/business liaison and liaison with voluntary and community groups to named staff and allocate time for those responsibilities

FINANCE

1. Review current priorities in resource allocation and identify changes needed, e.g. finance for outreach workers, crèches, market research.

2. Explore other sources of funding for new courses and initiatives, e.g. Council, LEA, ET, Task Force, ESF, YTS, Urban Aid, TECs, FEU, Local Education Authority training grant scheme (LEATGS), local employers.

3. Allocate one member of staff with responsibility for the organisation of contracts and employer liaison.

RECORDING AND EVALUATING PERFORMANCE

1. Analysing intake information about student characteristics over time to establish progress towards targets.

2. Collection and analysis of information about student outcomes, e.g:

   - successful completion of courses and qualifications
   - drop out
   - entry into employment, further FE or HE courses

3. Recording spin off developments: one new successful course providing a model for the development of others in different areas for example.

4. Surveys of employers' perceptions and attitudes.

5. Surveys of students' perceptions and attitudes.

6. Survey of community/voluntary groups' perceptions and attitudes.

7. Involvement of consumers (students, employers, community and voluntary groups) in course evaluation and review procedures.

Appendix 2: INNER CITIES AND REGENERATION: AN EXPANSION OF CONCEPTS

The purpose of the main report of the *FE colleges and inner-city regeneration: strategies for action* project was to describe the practical results of the project's implementation in selected colleges. For this reason, the report contains only a brief summary of the characteristics of inner cities and regeneration. As a background to the project, however, working papers concerning the nature of educational disadvantage and successful education and the inner city were studied, and numerous discussions of the nature of inner-city problems and of the objectives of regeneration were held by the project's steering group.

This appendix gives further details of the concepts of inner city and regeneration which underlie the project, and provides some theoretical background and context within which the project's results and conclusions should be set. The concept of 'inner city' can be approached from two perspectives. The first sees the inner city as a derelict place, with few jobs and poor housing, essentially the approach outlined below under the heading 'Social Indicators'. The second sees the 'inner city' as a vibrant, multi-ethnic and multicultural community, a place to be celebrated and enjoyed, with untapped resources within the people who have personal, social and cultural needs which the FE college can help them to meet.

SOCIAL INDICATORS

Economists, planners, geographers and sociologists have all contributed to the debate about appropriate definitions of inner cities and the existence and nature of educational, employment and social problems present in such urban areas. There has been considerable academic interest in the development of appropriate policy-related social indicators for use in urban areas, and a strong quantitative research tradition arose during the 1970s (Carley, 1981). Researchers have sought to construct indicators with which to identify and separate sub-areas in the city according to how like and unlike they are in terms of selected key social and economic characteristics, usually based on combinations of specific occupational, unemployment, housing, crime and educational statistics.

The rapid expansion of work in urban social indicators during the 1970s was due to a combination of several factors – increasing political and policy concern about the existence and increase of inner-city 'problems' and ways of alleviating them, the increasing availability of detailed sets of small area statistics (SAS), and the development of appropriate statistical techniques and powerful computers capable of handling very large data sets. In the UK, SAS from the census have been used in a number of schemes to classify residential neighbourhoods and local and central government departments have utilised the resulting information to assist in planning and policy-making (for details of a popular statistical method of classifying residential urban environments see Weber, 1977).

Such indicators have also been used to allocate resources to 'deprived' urban neighbourhoods, although definitions of 'deprivation' vary. As Carley (1981) observed 'A variety of programmatic indicator systems and sets have been developed during the last decade out of a concern for identifying or remedying multiple deprivation or social malaise in older inner-city neighbourhoods and among the disadvantaged. These positive discrimination schemes seek to go beyond an informative classification of neighbourhood types to make normative, or prescriptive, judgements as to the geographical location of urban deprivation, or particular population subgroups suffering socio-economic deprivation. To these, additional resources would be allocated. These efforts, sometimes termed priority area policies, are based on the assumption that the multiply deprived can be identified as suffering from a complex condition, greater than the sum of its parts, which would benefit from extra resources over and above those normally provided' (p. 141).

In the UK the Plowden report (1967) recognised the existence of geographical concentrations of educationally disadvantaged pupils adversely affected by social, economic and family circumstances in many urban areas, and a compensatory school-based education programme of designating Education Priority Area (EPA) Schools was set up in response. In the field of housing, Housing Action Areas, Priority Neighbourhoods and General Improvement Areas were all designated by sets of social indicators. Other positive discrimination programmes of the 1970s included Community Development Projects, the Urban Aid Project and Inner Area Studies. More recently a geographical focus on inner cities during the 1980s has resulted in the institution of Urban Development Corporations (set up to regenerate large inner-city areas), City Action Teams (CATS) (which co-ordinate government programmes in inner cities) and Task Forces which have a similar role to CATs but operate in much smaller areas in inner cities characterised by severe unemployment (see also Appendix 3 for a list of organisations involved in inner-city regeneration initiatives).

DEPRIVATION AND DISADVANTAGE

There is general acceptance amongst academics and policy makers that it is the level and combination of problems (crime, education, employment, housing, etc.) affecting many inner-city environments and their populations, and their geographical concentration, that make inner-city areas unique in their need for regenerative initiatives. It is also recognised that, even within one inner-city area, different neighbourhoods may vary in the severity and nature of their particular problems. Furthermore, areas outside the inner city may suffer from some though not all of the problems which affect inner cities (e.g. high unemployment, limited job opportunities or poor housing conditions).

Thus Harrison (1985) has commented 'It is important not to consider the inner cities as unusual or isolated phenomena. The bulk of poverty, of bad housing, of declining industry is in fact found outside the inner cities. The poor, wherever they live, carry their own inner city around with them, like snails their

shells, and every urban area has some district of some size – even if it is only a single housing estate - that shares the interacting problems of concentrated poverty, unemployment, bad housing and crime of the larger inner-city areas.' Given this, strategies for action to regenerate inner-city areas may well have a wider applicability to other areas facing similar difficulties though the severity of the problems may vary. FE colleges in non-inner-city locations, therefore, may find the checklist of regenerative initiatives and activities developed as a result of this project of some value.

However, despite a general acceptance that inner cities are in some way unique in the level, combination and geographical concentration of social and economic problems, there have been a number of fundamental criticisms about the theoretical basis for the development of particular social indicators for urban areas. These relate to the formulation of appropriate definitions of the term 'deprivation' since this is an unobservable phenomenon which can only be measured by selected proxies. In addition, the attribution of undue significance to the geographical area-based features of analysis and the dangers of the 'ecological fallacy' (which assumes that the characteristics of individuals in a specific area are the same as the average attributes of the area, and ignore within-area variations) have resulted in criticisms of some geographically-based social indicators used to effect positive discrimination in the distribution of resources.

Some research evidence has demonstrated that the spatial concentration of disadvantaged or 'deprived' individuals in specific geographical areas can be relatively low (see Barnes & Lucas, 1974, for an analysis of educationally disadvantaged children in EPA schools in inner London or Holterman, 1975, for a study of housing stress). In addition, research on entry into low-level vocational training in inner London by Sammons (1986) has demonstrated that although marked geographical variations in student entry into selected courses could be identified and were strongly correlated with various socio-economic characteristics of different neighbourhoods, socio-structural factors such as sex, social class, particular subjects studied at school, education levels and parents'/siblings' employment fields (aspatial characteristics of individuals) largely accounted for students' particular training choices. Sammons' results support the view that socio-structural factors are major determinants of low-level vocational training choices and that geographical variations in participation in such training in inner London largely reflected the different distributions of social groups in the inner city.

Carley (1981) has argued that social indicator studies '. . . raise questions of equity and efficiency. For within a priority area there is a great likelihood that the majority will not be deprived and resources may be misdirected, thus fostering inefficiency' (p. 146). A recognition of these difficulties was one factor which led the Inner London Education Authority's EPA index to change from being an area-based measure employing census data about school catchments to a school-based index based on the numbers of disadvantaged children present in their intakes and reflecting the

probability of low educational attainment related to specific socio-economic, ethnic and language characteristics of individual pupils (see Sammons, 1983).

Area-based approaches also involve the danger of labelling the residents of inner-city areas as 'problems' - a 'person blame' rather than a 'system blame' philosophy (Carley, 1981). The culture of poverty concept (or theory of social pathology) suggests that the problem of deprivation '. . . reflects personal inadequacy and an inability to cope with urban life. Coupled with this is the notion of a cycle of deprivation which is transmitted from one generation to the next by family structure and limiting aspirations, and in the case of urban deprivation, concentrated into discrete and identifiable pockets' (p. 148).

In a critique of the 'culture of poverty' and 'cycle of deprivation' theories of inner-city problems Bulmer (1982) argued 'Poverty, criminality and a range of other social problems are believed to be strongly rooted in certain geographical areas. There is a further belief that these characteristics are self-generating . . . there is a tendency to place the blame both on the area and on the victim, rather than on features of the economic and social structure' (p. 66).

EDUCATIONAL DISADVANTAGE

Much of the research on the determinants of educational achievement has used the term disadvantage rather than deprivation to avoid the pejorative labelling implied by the latter term (see Rutter & Madge, 1976; Mortimore & Blackstone, 1982). There is now considerable evidence of strong and continuing links between social background factors and educational disadvantage (for examples of recent work on the achievements of inner-city pupils see Mortimore et al, 1988; Tizard et al, 1988).

Although low income, low social class and family background are significant predictors of poor educational achievement (reflecting a structural aspect to disadvantage), Smith (1984) also reports on some evidence of 'a general depression of educational attainment within particular social groups or areas likely to be identified as disadvantaged' in an analysis of the attainment of children in a socially homogeneous EPA area. In such areas pupils' achievement may be depressed both because of their own social background (a structural feature) but also because of their place of residence (an area-based feature).

One of the most striking characteristics of many inner-city areas is a concentration of educationally disadvantaged residents - unqualified and unskilled men and women (both school leavers and older residents) who require new approaches to provide a second chance of education and training opportunities. It is this aspect which the *FE colleges and inner-city regeneration* project's steering group felt should be stressed in regenerative initiatives.

In setting up the project it was acknowledged that too often the premise upon which external attention is focused on the inner-

cities is based on an assumption that deprivation has led to despair, that it is the local population rather than the conditions they live under who are inadequate (a reflection of the 'culture of poverty' and 'cycle of deprivation' theories discussed earlier). Responses based on such assumptions are seen to be remedial, and tend to reinforce failure rather than energise or actively create new responses.

In order to make a significant impact a new framework for development is needed. Such a framework must avoid patterns or assumptions which encourage despair or inadequacy. It must reflect the confidence, enterprise, adaptability, flexibility and capacity for learning and transferring skills and knowledge which are evident in much of the lives of inner-city residents. These are the qualities which government and training agencies are trying to encourage.

Colleges of FE rely upon and serve the market-place. Many already provide a major contribution to urban regeneration, through formal involvement in Government-funded training programmes, through their traditional role of providing opportunities for continuing education and the development of employment-related skills, and through a variety of local initiatives which serve local business, industry and the community. In some inner-city colleges there are well developed and coherent strategies to foster inner-city regeneration. Enhanced awareness of existing good practice in the ability of colleges to contribute to a flourishing business environment, to provide technical and entrepreneurial skills which support the needs of local industry and commerce, and to enhance the education and employment opportunities of the most disadvantaged sections of local communities, all cohere in the notion of the FE college as a 'seedbed' for regeneration.

The social, political and economic climate of inner cities is changing. In order to continue to provide relevant education and training that will support this change, the further education college must both recognise and respond to it, and be prepared to undergo change itself. Local authorities have a duty to provide support for regeneration not just through FE colleges and the other activities of the education department, but through all their various services. Such a duty demands a comprehensive approach with all the appropriate agencies working together with a common aim.

GOALS FOR REGENERATION

The various indicators of disadvantage used to define inner-city problems can be mutually reinforcing. Poor educational achievement and opportunities amongst local residents result in a poorly skilled local labour force and reduce still further employment prospects in the locality and investment by business and industry because of skill mismatch. The high incidence of low incomes in the inner city itself causes difficulties, particularly for the development of local business and enterprise due to the lack of capital.

The UK has and continues to have a very poor track record on participation in post-16 education and training in comparison with its European competitors. This problem is most marked in inner-city areas where educational disadvantages (poor achievement and poor post-compulsory schooling participation rates) are at their highest. A recent report on business involvement in the inner cities by Bennett (1990) pointed out the need to emphasise quality and adopt a long-term perspective, particularly in relation to education and training initiatives in the inner cities. The need for partnership between business, central and local government and the local community was also stressed. No instant solutions exist and for future development to become self-sustaining it is necessary to build with, and into, the people and institutions in local communities the same drive, vision, skills, self-help and entrepreneurial drive that a business (should) create for itself.

The social and economic aspects of inner-city problems are inextricably linked and in combination can lead to a downward spiral for both individuals and areas. Because of this, inner-city regeneration needs to address both social and economic issues. The goals of inner-city regeneration are thus four-fold – economic, personal, cultural and social.

Much of the action by FE colleges described in this report has focused on the employment goals of regeneration. These received a high priority in work by colleges and there was general agreement that inner-city residents lay great stress upon the desire for greater employment opportunities. Numerous economic and personal goals for individuals are fulfilled as a result of access to education and training which results in suitable employment and various benefits for the community as a whole (see Part 2 ii for details).

The social and cultural goals for regeneration received less emphasis than the employment goals in the specific initiatives by colleges involved in phase two. This should not be taken to imply that such goals are less important than the economic aspects of regeneration. Much emphasis was placed on the importance of education for education's sake, and as an end in itself, by the steering group. There was general recognition that education for personal enjoyment, enrichment and development, including the non-work-related learning of new skills should be an essential part of colleges' educational provision. Indeed many colleges had a long tradition of providing education of this nature.

Social goals for inner-city regeneration include improved community identity and encouragement of initiatives by the community. The improvement of the inner-city environment (e.g. by reducing litter and vandalism, improving local amenities and reducing crime through schemes such as Neighbourhood Watch) is an important focus for such regeneration.

One of the main aims of colleges' regenerative initiatives was to develop new and build on existing links with community groups and agencies and to increase community participation in

education and training initiatives. In this way such initiatives could build on and foster the strengths of the local community, including those of minority interest groups. There is a need to empower disadvantaged groups in identifying training and education needs, in setting priorities and planning for change. It was concluded that only in this way can regeneration become self-sustaining and make a permanent contribution towards the improvement of inner-city areas. Such an approach moves away from the 'cycle of poverty' or 'cycle of deprivation' theories of inner-city problems with the pejorative labelling of certain individuals and groups inherent in such theories.

Cultural goals are likely to be important in many inner-city areas which contain sizeable ethnic minority communities. These goals could include the strengthening of cultural identity and raising awareness of traditional skills. Special attention to religious traditions and language preferences of such groups and sensitivity to these issues may be needed. Ethnic minority groups may desire greater involvement in decision-making processes in colleges and greater recognition of the multicultural nature of the community the college serves.

A focus on cultural development can foster and build on existing vitality and creativity amongst local inner-city communities. Such an approach shifts the focus from an emphasis on failure and problems, towards the fostering of community strengths and encouragement of independence and initiative.

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Appendix 3: SOME ORGANISATIONS CONCERNED WITH INNER-CITY REGENERATION*

GOVERNMENT

A variety of initiatives for urban renewal have been developed by several departments including Employment, Trade and Industry, Environment, Education and Science, the Cabinet Office, the Home Office and the Scottish and Welsh Offices.

These initiatives include:

- Urban Development Corporations which have been set up to regenerate larger inner city areas;
- City Action Teams who co-ordinate government programmes in inner cities;
- Task Forces who fulfil a similar role to CATs but which operate in much smaller areas in parts of cities with severe unemployment and where the business community needs extra assistance;
- the Scottish Development Agency for whom urban renewal is a major priority;
- the Welsh Development Agency and The Valleys Initiative which play a similar role to their Scottish counterpart.

INDUSTRY

Individual companies are in the best position to determine both the training needs of their employees and the skills they seek in new recruits. Many are helping to shape the training system by developing links with education providers.

Employers' organisations including the Chambers of Commerce and the Confederation of British Industry are also strongly committed to new training schemes and will be actively involved in the development of the new Training and Enterprise Councils.

Other business organisations involved in urban projects include:

- Business in the Community - the umbrella organisation for the Enterprise Agencies - which helps set up partnerships to meet the economic, social and environmental needs of local communities;
- ScotBic which performs a similar role in Scotland;
- The Phoenix Initiative - a non profit-making body led by businessmen which provides a source of advice and information on regeneration issues.

*Taken from *Training Partnerships in Inner Cities* Training Agency, 1989.

The Government's Urban Programme is channelled through local authorities. In addition many have established Economic Development Units which help to co-ordinate programmes targeted at the business community. They have also been instrumental in setting up economic development companies to assist economic regeneration.

THE VOLUNTARY SECTOR

Voluntary organisations play an important role in tackling the effects of inner city and urban decay. Support for their activities comes from private industry, local and national government.

The St George's House National Training Initiative has been set up to address the management training needs of voluntary and community organisations.

TRAINING PROVIDERS

Training for both the employed and unemployed is provided by private sector training companies, voluntary organisation and by colleges, polytechnics and universities in the public sector. The DES PICKUP programme is aimed at encouraging the public sector providers to be more responsive to the needs of industry. Although TECs postdate the fieldwork in this project, their work is discussed in Appendix 8.

Appendix 4: CHANGES IN THE COLLEGE'S MISSION: AN EXTRACT FROM COLLEGE A's REPORT ON THE INNER-CITY REGENERATION PROJECT

Changes to the college's mission (including objectives, curriculum and programme provision) are described below.

That the college's seed-corn was engineering meant that not only were new areas of work called for, what was also needed was a corresponding transformation in mission. In other words there was a need to move away from a narrow relationship with industrial activity towards responding to the needs of the community in its broadest sense.

The college's change of mission has resulted in a far broader client base with increases in women, ethnic minorities and supported-learning students. Inevitably the profound changes to the economic infrastructure of the West Midlands (and the resulting rise in unemployment) have also played a significant part in the changed orientation of the college.

The college's catchment area includes some of the most deprived wards in Birmingham with unemployment running well above the national average. A consequence of this has been that the college has had a great deal of involvement throughout the 1980s with courses funded by the Training Agency (now TEED, formerly the Manpower Services Commission). This factor coupled with the deliberate shift in mission has had a notable effect upon curriculum provision. In the main the consequences have been:

- the development of three annexes in the heart of the inner city
- a burgeoning of income-generating courses
- the adoption of practices instigated by the Training Agency
- the emergence and refinement of equal opportunity policies and practices

The new direction of the college was supported with a corresponding change to the way that the college was organised. It was felt that departmental structures were incapable of supporting and sustaining innovation in a way that a more 'organic' structure could. As a consequence the management structure has undergone several changes so that in 1990 the Management Team consisted of: Principal and four Vice-Principals responsible for Development, Resources, Operations and Students. To support this are two Principal Lecturers responsible for Quality Development.

Changes to the Principalship led to the reorganisation of the college away from departments towards programme areas headed by a programme area leader (Senior Lecturer). These have remained the basic building blocks of the college. Changes of name also signify a changing role and many of the executive functions of the Principalship have been devolved down to the 'front line'.

Staff are now designated as members of the college and not as members of any particular department or section (although of necessity staff tend to teach a major proportion of their timetable for one particular section). This has allowed staff to shift between curriculum areas. Such a move would have been extremely difficult under the departmental structure which tends towards containment and compartmentalisation.

The move towards homogeneity of purpose amongst the staff has been supported in a practical sense with changes to accommodation. This has involved the development of a communal staff-room. Formerly designated as the college library the room now houses virtually all the teaching staff of the college (Main Site). The room which is open plan and equipped with a computer network system has now no physical barriers to close co-operation between staff. This is in sharp contrast to the previous use of specialist staff-rooms scattered throughout the building. Such a system tended to support parochial interests and militate against the college's changed mission.

As well as the practical aspects of change to staff accommodation, change to the culture and consciousness of the organisation has also been forged by:

- the use of cross-college projects;

- whole college residential training events using local hotels. These events have been used to signpost changes in college direction and to win a sense of 'ownership' and commitment from staff through an involvement in shaping policy;

- better communication systems including a weekly bulletin edited by the Principal;

- the use of one hour's remission from teaching duties (on Friday mornings) for all teaching staff. This time is used for, amongst other things, programme review meetings. These allow staff to address problems of curriculum programme design and development. This time is also used for meetings between the Principalship and Programme Area Leaders. These meetings are intended to be a two-way communication process centred around broad policy issues;

- the development of Learning Development Centres. These centres are large rooms acting as resource bases for students working in particular curriculum areas. Their function is to facilitate resource-based learning throughout the curriculum. As the college's Development Plan (1989) makes clear, one of the advantages is that 'there is a clear improvement in staff team work. Some staff now teach co-operatively for the first time'. Furthermore this interaction extends beyond the Learning Development Centre;

- the setting up of a target of 20% to ensure a greater range of curriculum provision within the inner city. This target is applicable to all of the college's curriculum programme areas.

Appendix 5: ESSENTIAL EMPLOYMENT SKILLS: AN EXAMPLE FROM AN ADULT COMPACT

College A's, work on customised training (adult compacts) has led to the view that there exists a demand by employers that prospective workers have (or have access to) 'essential employment skills'. By way of explanation there follows a typical programme that has been designed for a company with skills identified:

SWAN - MOULINEX COMPACT

(A) GENERIC HEADING:
Cognitive and Attitude Development (including Task Motivation)

Compact Objectives:

- re-introduction to the world of work
  - appreciation of Swan/Moulinex
- training to develop quality awareness. (Commentary 1)
  - understanding and acceptance of the concept of continuous quality improvement (Commentary 1)
- interview training

(B) GENERIC HEADING:
Terms and Conditions of Employment

Compact Objectives:

- re-introduction to the world of work
  - appreciation of Swan/Moulinex
  - induction to Swan/Moulinex (Commentary 2-3)
  - training to develop quality awareness

(C) GENERIC HEADING:
Psychomotor (Practical) Skills

Compact Objectives:

- skills training (Commentary 1)
  - training to develop quality awareness
  - understanding and acceptance of the concept of continuous quality improvement
  - induction to Swan/Moulinex (Commentary 2-3)

• Roles and responsibilities		12 hours
• Team work		12 hours
• Numeracy and communication		23 hours
	Total	47 hours

ROLES AND RESPONSIBILITIES – CONTENT:

General (lecturer)
Specific (Swan/Moulinex)

- Syndicate work (small groups):
  - the role of the supervisor
  - organisational infra-structure (including support service, maintenance and administration)

- How does the individual worker fit in:
  - what are their responsibilities
  (time: Swan/Moulinex = 2 hours)

TEAM WORK – CONTENT:

General (lecturer)
Specific (Swan/Moulinex)

- employee involvement
- factors that affect team organisation and motivation
- discussion groups, suggestion schemes
- how people and teams reach decisions
- characteristics of effective team work
- communications in effective teams
- planning and designing taking into account: cost, objectives, materials, labour and quality
- review and reflection using project at (i) to bring out the critical issues
- consensus in decision making
- the motivations that make people work (discussion)
- suggestion schemes
  (time: Swan/Moulinex = 10 hours)

NUMERACY AND COMMUNICATION – CONTENT:

General (lecturer)
Specific (Swan/Moulinex)

- combinations of numbers i.e. part numbers
- assignment sheets – order of work outlines
- work sheets and general administration forms
- pay slips and tax codes
- information technology related to quality control
- statistical process control
- communications centred around quality control requirements
- interview skills

(B) TERMS AND CONDITIONS OF EMPLOYMENT

• terms of employment, timekeeping and Health and Safety legislation introduction	3.5 hours
• equal opportunity training	7.0 hours
• discipline and Grievance Procedure	3.5 hours
• sick pay, sick notes	3.5 hours
• trade unions	3.5 hours
• organisations	7.0 hours
• Birmingham Health & Safety Association modules	21.0 hours
Total	49.0 hours

Terms of employment, timekeeping and health a[illegible] safety legislation introduction – content:

General (lecturer)
Specific (Swan/Moulinex – related to their Health and Safety Policy and general requirements)

Resources: BHSA legislation module

(Time: Swan/Moulinex = 1 hour

Equal opportunities – content:

General (lecturer)
Specific (Swan/Moulinex)

Statutory and company legislation related to equal opportunities

Discipline and grievance procedures – content:

Swan/Moulinex

- company procedures

Sick pay – content:

General (lecturer)
Specific (Swan/Moulinex)

- sick pay, sick notes, handling money, payment of wages

TRADE UNIONS – CONTENT:

Swan/Moulinex
- the role of the trade union at the company

ORGANISATION – CONTENT:

General (lecturer)
Specific (Swan/Moulinex)

- the organisation of the company both locally and on an international basis

BHSA modules – content:

Lecturer

Resources: BHSA modules

(C) PSYCHOMOTOR (PRACTICAL) SKILLS

● Processes and tool and equipment use	144 hours

Content:

- Health and Safety related to electrical and electronic assembly
- electrical generation and distribution
- conductors and insulators
- basic electrical units and Ohms law
- electrical power and energy – domestic applications
- basic electrical test equipment
- cable and flex identification
- cable terminating
  - stripping
  - crimping
  - soldering (principles of)
- basic understanding of:
  - bimetallic strip
  - thermocouple
  - applications of the above to domestic appliances
- basic electronic theory and applications to domestic appliances:
  - diode
  - capacitor
  - transformer
- experience of the repair and maintenance of the range of company domestic electrical appliances

Appendix 6: RETRAINING OLDER AGE GROUPS: AN EXAMPLE OF WORK ON PRE-REDUNDANCY PROGRAMMES

The programme *Training opportunities for redundant engineering and manufacturing workers* has been established to offer retraining, in areas where skill shortages exist within the engineering industry. Training is available both for individuals threatened by redundancy and those who have recently been made redundant.

Training is structured to offer the opportunity to recognise and certificate existing skills through the use of Engineering Industry Training Board (EITB) modules. This skill audit will be used as the basis for further training and progression.

Training programmes will be from 200 to 250 hours long and will be arranged to fit in with employment opportunities as they occur.

Participation on the programme will not interfere with any entitlement to benefits.

All training costs including course fees, etc. will be met in full.

Typical course design would include:

- individual assessment of training needs
- vocational guidance and counselling.
- recognition and accreditation of existing skills

This will be followed by specific training in areas such as:

- CNC machining
- multi-skilling
- quality assurance and control
- welding techniques
- advanced manufacturing techniques
- supervisory and management training

PROGRAMME SUPPORT SKILLS

In addition to the vocational skills above trainees will have the opportunity during the course to undertake training in job search skills and techniques. These will include:

- writing job applications.
- writing a curriculum vitae
- presentation and job interview skills
- interview practice

Appendix 7: EXAMPLE OF COLLEGE C'S PROVISION OF COURSES IN LOCAL ACTIVITIES CENTRES FOR THE UNEMPLOYED

FACULTY OF HUMANITIES & ARTS

ADULT EDUCATION CLASSES: SEPTEMBER 1990

SOUTH SHIELDS ACTIVITIES CENTRE

Multi-media Studies	Monday	10.30 - 12.30
Textiles and Fashion	Monday	1.30 - 3.30
Garment Manufacture	Tuesday	10.00 - 12.00
Garment Manufacture	Thursday	10.00 - 12.00
Women's Access Course for the Ethnic Community	Wednesday	10.00 - 12.00
Skills for Business	Tuesday	1.30 - 3.30
Music and Drama Group	Friday	1.30 - 3.30
Sport and Recreation Studies		

MID-TYNE ACTIVITIES CENTRE

Woodworking & Construction Skills	Monday	9.00 - 12.00
Woodworking & Construction Skills	Monday	1.00 - 4.00
Woodworking & Construction Skills (Special Needs)	Wednesday	9.00 - 12.00
Pottery and Ceramics	Wednesday	10.00 - 12.00
Textiles & Garment Manufacture	Wednesday	10.00 - 12.00
Motor Vehicle	tba	
Catering & Hospitality	Thursday	1.00 - 3.00
Music and Drama	Tuesday	1.00 - 3.00

Appendix 8: A NOTE ON TECs

Training and Enterprise Councils (TECs) and their Scottish equivalents (Local Enterprise Committees – LECs) are being established so that those needing trained and skilled people, namely employers, have control of public funds to sustain and develop the appropriate training. TECs and LECs were not established when this project fieldwork was happening but they are becoming increasingly important in the field of training, so it was felt useful to provide some information on them in this report.

Most of the funds that were disbursed by local and regional offices of the Training Agency (now disbanded) in the late 1980s have now been put at the disposal of TECs by the government. The TECs themselves consist of handpicked members of the business community (usually Chief Executive Officers) and other fields, especially in the sub-committees which usually include representatives of Local Education Authorities. The relationship between TECs and their business communities is not representational as it is with Chambers of Commerce.

TECs cover relatively small areas, on average three boroughs in Greater London where there are nine TECs, and are often coterminous with a single county. In the training field, they are responsible for major programmes like Employment Training and Youth Training and in the field of enterprise they are merging with and capitalising upon the experience of Local Enterprise Agencies. More specifically they will support education-business partnerships and Compacts.

Just as the local offices of the Training Agency were an important source of funds for the regeneration of the inner city, so it is to be expected that the business community through TECs will also wish to stimulate improvement of the skill base, particularly by liberating the untapped talent of the inner city.

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GLOSSARY

CAT	City Action Teams
CNC	Computer Numerical Control
EDU	Economic Development Unit
EPA	Educational Priority Area
ERA	Education Reform Act, 1988
ESF	European Social Fund
ESG	Education Support Grant
ET	Employment Training
GRIST	grant related in-service training
LDDC	London Docklands Development Corporation
LEATGS	London Education Authority training grant scheme
MDF	Mutual Development Fund
PICKUP	Professional, Commercial and Industrial Updating
SAS	small area statistics
TAPS	Training Access Points
TEC	Training and Enterprise Council
TEED	Training Enterprise and Education Directorate
TVEI	Training and Vocational Education Initiative
YTS	Youth Training Scheme

FURTHER EDUCATION UNIT

Objectives

The objects for which the **Further Education Unit (FEU)** is established are to promote, encourage and develop the efficient provision of further education in the United Kingdom and for that purpose:

a) to review and evaluate the range of existing further education curricula and programmes and to identify overlap, duplication, deficiencies and inconsistencies therein;

b) to determine priorities for action to improve the provision of further education and to make recommendations as to how such improvement can be effected;

c) to carry out studies in further education and to support investigations of and experimentation in, and the development of, further education curricula and to contribute to and assist in the evaluation of initiatives in further education;

d) to disseminate and publish information, and to assist in the dissemination and publication of information, about recommendations for and experiments and developments in further education.

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